

Message Text

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TO SECSTATE WASHDC 7195

INFO USMISSION USBERLIN

AMEMBASSY BERLIN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION NATO BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 02 BONN 00470

E.O. 11652: GDS

TAGS: PFOR, PGOV, WB, GE, GW

SUBJECT: FRG AND SENAT NEGOTIATIONS WITH GDR--QA ASPECT

REFS: (A) U.S. BERLIN 0033

(B) U.S. BERLIN 0009

(C) U.S. BERLIN 2350

(D) U.S. BERLIN 2322

(E) U.S. BERLIN 2316

(F) BONN 19371

SUMMARY: AT JANUARY 9 BONN GROUP MEETING, ALLIED REPS RESPONDED TO FRG REQUEST FOR VIEWS ON QA ASPECTS OF FRG AND SENAT NEGOTIATIONS ON NEW TRANSIT FACILITIES. ALLIES SAID IN THEIR VIEW IT IS POSSIBLE TO COVER ANY NEW TRANSIT FACILITIES UNDER PROVISIONS OF QA AND TTA. UK AND US REPS, TAKING LINE AGREED AT EARLIER TRIPARTITE MEETING, SAID THEY HAD NO PREFERENCE AS TO WHETHER SENAT OR FRG SHOULD NEGOTIATE TELTOW CANAL MATTER WITH GDR. FRENCH REP, HOWEVER, SAID PARIS "PREFERRED" THAT FRG DO
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THIS NEGOTIATING. FRG REP INFORMED ALLIES THAT NO DECI-

SIONS YET TAKEN BY FRG AND THAT CHANCELLOR WILL MEET WITH KEY MINISTERS FOR THIS PURPOSE ON JANUARY 13. END SUMMARY.

1. AT BONN GROUP MEETING JANUARY 9, ALLIED REPS RESPONDED TO EARLIER FRG REQUEST (PARA 3, REFTEL F) FOR ALLIED VIEWS ON QA ASPECTS OF FRG AND SENAT NEGOTIATIONS WITH GDR ON NEW TRANSIT FACILITIES. BASED ON SUBSTANTIAL AGREEMENT REACHED AT EARLIER TRIPARTITE MEETING, ALLIED REPS MADE FOLLOWING POINTS: ALTERATION OR IMPROVEMENTS OF "EXISTING" (SEE PROTOCOL NOTE TO ARTICLE 3 OF TTA) TRANSIT ROUTES WOULD AUTOMATICALLY BE COVERED BY QA AND TTA. HOWEVER, NEW FACILITIES, SUCH AS ANY HAMBURG-BERLIN AUTOBAHN, WOULD NOT BE. IT IS THEREFORE NECESSARY TO ENSURE THAT NEW ROUTES ARE "DESIGNATED" WITHIN MEANING OF QA BY EXPRESS AGREEMENT BETWEEN FRG AND GDR, PREFERABLY AT BEGINNING OF NEGOTIATION. US AND UK REPS STATED THEY HAD NO STRONG PREFERENCE AS TO WHETHER FRG OR SENAT NEGOTIATES TELTOW CANAL REOPENING. HOWEVER, IF SENAT CHOSEN, SPECIFIC AUTHORIZATION FROM ALLIED KOMMANDATURA WOULD BE NEEDED TO NEGOTIATE AND CONCLUDE AGREEMENT.

2. FRENCH REP (BOISSIEU) THEN MADE DETAILED STATEMENT AS TO FRENCH POSITION ON WHO SHOULD NEGOTIATE TELTOW CANAL. HE SAID FRENCH PREFERRED FRG IN PRINCIPLE. (COMMENT: REGARDING MESSAGE RECEIVED BY USBER FROM FRBER (REFTEL B) TO EFFECT THAT PARIS WANTED FRG TO NEGOTIATE, WE CONTACTED BOISSIEU HERE PRIOR TO BONN GROUP MEETING. HE BRUSHED ASIDE SUGGESTION THAT ADDITIONAL TRIPARTITE DISCUSSION MIGHT BE NEEDED PRIOR TO FULL BONN GROUP DISCUSSION. END COMMENT.) BOISSIEU NOTED THAT TELTOW CANAL CAN BE CONSIDERED TRANSIT WAY AND THAT THE PART OF CANAL WHICH MUST BE OPENED IS LOCATED IN GDR. REOPENING WILL BE EXPENSIVE (SOME 250 MILLION DM ACCORDING TO FRBER ESTIMATE) AND FRG, RATHER THAN SENAT, SHOULD PAY. IT IS IMPORTANT THAT FRG SHOW THAT DEVELOPMENT OF SUCH TRANSIT FACILITIES IS PART OF TIES. IN FRENCH VIEW IT WOULD POSSIBLY BE UNWISE FOR FRG TO TRANSFER TO SENAT COMPETENCE THAT ALLIES HAD GIVEN BONN. IT WAS NOT IMPOSSIBLE TO IMAGINE SENAT NEGOTIATING, BUT IT WOULD BE "ABNORMAL".
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3. BERLIN REP (MEICHSNER) MADE CASE FOR SENAT NEGOTIATING. HE SAID SENAT FAVORS FRG HANDLING AS MANY NEGOTIATING CONTACTS WITH GDR AS POSSIBLE. HOWEVER, IN THIS CASE GDR LOOKING TO SENAT AS RESULT OF A LINKAGE WHICH SENAT BELIEVES HAS DEVELOPED IN GDR EYES IN COURSE OF SUCCESSFUL NEGOTIATIONS ON SPANDAU LOCK, I.E. THAT SENAT WOULD ALSO BE HANDLING TELTOW MATTER. THE SENAT IS

TECHNICALLY PREPARED AND THEREFORE COULD MAKE FASTER BEGINNING WITH GDR. THIS IS IMPORTANT FOR DOMESTIC POLITICAL PURPOSES AS TELTOW OPENING HAS BECOME A PUBLIC QUESTION. LASTLY, MEICHSNER NOTED SENAT HAS WORKED OUT WITH GDR OTHER IMPROVEMENTS OF EXISTING AUTOBAHN FACILITIES IN BERLIN AREA BUT OUTSIDE OF WEST BERLIN ITSELF.

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4. FRG REP (LUECKING) EMPHASIZED THAT FRG DECISION ON WHO WOULD NEGOTIATE TELTOW CANAL NOT YET TAKEN. FROM A PERSONAL VIEW HE COULD SEE REASONS FOR FRG TO HANDLE MATTER, BUT UP TO NOW FRG HAD BEEN BEHAVING IN CONTACTS WITH GDR AS IF PREPARED TO SEE SENAT NEGOTIATE. THERE HAVE ALREADY BEEN A NUMBER OF DISCUSSIONS BETWEEN SENAT AND GDR ON REOPENING. TO SHIFT POSITION NOW WOULD LEAVE FRG OPEN TO ACCUSATIONS OF DUPLICITY FROM GDR. FRG HAD GOTTEN INTO BIG POLITICAL PROBLEM--HOW TO CHANGE NOW,

WHILE NEEDING RAPID RESULTS FOR DOMESTIC POLITICAL REASONS.

5. BOISSIEU EXPRESSED FRENCH UNDERSTANDING OF FRG AND SENAT POLITICAL PROBLEMS. FRENCH PREFERRED FRG IN PRINCIPLE, BUT HAD NOT SAID SENAT COULD NOT NEGOTIATE. IN RESPONSE TO DIRECT QUESTION FROM FRG REP WHETHER FRENCH WOULD AGREE IF SENAT CHOSEN, BOISSIEU AVOIDED CONFIDENTIAL

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DEFINITIVE YES, BUT SAID FRENCH DID NOT WANT TO MAKE DIFFICULTIES. THAT WAS NOT THE PROBLEM. RATHER, FRENCH WERE CONCERNED FOLLOWING THEIR AMBASSADOR'S JANUARY 6 DISCUSSIONS WITH SOVIET AMBASSADOR YEFREMOV THAT THE GDR AND SOVIETS ARE GOING TO BE TRYING VERY HARD IN THE NEAR FUTURE TO FIND WAYS OF PRESSING THEIR CONCEPT OF WEST BERLIN AS A SEPARATE POLITICAL ENTITY. IN PARTICULAR, YEFREMOV HAD SPOKEN VERY HARD AGAINST ANY INCLUSION OF WEST BERLIN IN UPCOMING EC NEGOTIATIONS. THEREFORE, IT SEEMS A GOOD TIME NOW, IN THE FRENCH VIEW, TO BE CLEAR ON LIMITATIONS OF SENAT COMPETENCES.

6. UK REP (EDWARDS) ADDED THAT, REGARDLESS WHO CHOSEN TO DEAL WITH GDR ON TELTOW CANAL, ALLIES WILL WANT TO BE CONSULTED ON LANGUAGE NEGOTIATED TO BE SURE IT DOES NOT AFFECT STATUS OF BERLIN. LUECKING ASSURED ALLIED REPS THAT FOREIGN OFFICE POLITICAL DIRECTOR VAN WELL IN FRG WORKING GROUP ON GDR NEGOTIATING PACKAGE HAD ENVISAGED CONTINUOUS CONSULTATIONS WITH ALLIES. LUECKING AGAIN EMPHASIZED THAT NO FRG DECISIONS HAD YET BEEN TAKEN. HE THANKED ALLIED REPS FOR EXPRESSIONS OF VIEWS WHICH WOULD BE USED BY FOREIGN OFFICE FOR SPECIAL MEETING TO BE HELD ON JANUARY 13 BY CHANCELLOR SCHMIDT WITH MINISTERS OF FOREIGN AFFAIRS, FINANCE, INNER-GERMAN RELATIONS, AND TRANSPORTATION. CONCLUSIONS REACHED THEN WOULD BE PRESENTED AT A CABINET MEETING ON JANUARY 15 FOR FORMAL DECISIONS AS POLICY GUIDANCE TO INTER-MINISTERIAL WORKING GROUP FOR FOLLOW THROUGH.
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